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INDIAN  
ARCHÆOLOGICAL POLICY,  
1915

*BEING A RESOLUTION  
ISSUED BY THE GOVERNOR GENERAL IN COUNCIL  
ON THE 22nd OCTOBER 1915*



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# INDIAN ARCHÆOLOGICAL POLICY, 1915.

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RESOLUTION BY THE GOVERNMENT OF INDIA, DEPARTMENT OF EDUCATION, NOS. 353—370 (ARCHÆOLOGY), DATED THE 22ND OCTOBER 1915.

**T**HE Governor General in Council thinks it will be of interest to the public to review the work of the Archæological Department as developed during the past five years. Sir John Marshall, Director General of Archæology in India, has accordingly prepared the interesting note which is appended to this Resolution and which surveys the work of the Department in some detail. It remains only to offer a few words by way of introduction.

2. A Conference of Orientalists was held at Simla in July 1911. Many matters concerning the Department were then discussed. The principal developments of the last five years have been :—

- (1) a more extended and systematic employment of Indians,
- (2) a strengthening of museums in the cause of archæology, science and general education,
- (3) the encouragement of archæological research and exploration, and
- (4) the improvement of the publications of the Department, their wider circulation, and encouragement to scholars outside the



Department to co-operate in the work of Indian Archæology.

At the same time, efforts have been made to extend the principal work of the Department, namely, the conservation of ancient monuments. All important proposals for the conservation of ancient monuments and buildings are now submitted to the Director General of Archæology.

3. The Governor General in Council attaches great importance to the further employment of Indians in archæological work as opportunities arise and funds are available. He also desires to see the museums of India developed on scientific lines and anticipates much profit from the periodic conference of museum authorities. He believes that the popular lectures delivered at the Calcutta Museum have not only interest but real educational value. Superintendents of the Archæological Survey now supervise archæological collections in provincial and local museums, so far as is possible, without detriment to their ordinary duties, and assistants trained in the Archæological Department have been attached to certain museums. The Archæological Section of the Calcutta Museum has been re-housed and re-arranged.

4. The Government of India highly appreciate the work done by the various Native States mentioned in Sir John Marshall's note and by Mr. Ratan Tata. They trust that their example will be followed by others and that the Archæological Department, the Universities and other centres of learning and research will continue to broaden the intellectual life of the country and promote historical study.

## NOTE ON ARCHÆOLOGY.

1. The Archæological Department of India was instituted more than half a century ago, but for the first forty years of its existence its history was singularly checkered. It opened in 1862 with the appointment of General A. Cunningham and a small staff to survey the monuments and antiquities of Northern India; and twelve years later another survey on similar lines was instituted in the Bombay and Madras Presidencies. Later on, in 1881, a *Curatorship of Ancient Monuments* was established by the Imperial Government for the purpose of classifying the ancient monuments of the country and assisting the Public Works Department in the work of repairing and maintaining them, but this post was abolished after three years, and the work of conservation again passed into the hands of the Local Governments. Next, in 1885, the Surveys of Southern and Northern India were amalgamated under a single Director General, who was charged with the duty of conservation as well as of research and was given the assistance of three surveyors in the Punjab, North-West Provinces and Bengal and an Epigraphist in Madras. This experiment, however, was short lived; for in 1889 began an era of financial retrenchment, and the Department was again reduced by allowing the post of Director General to sink into abeyance and by leaving Burma, Bengal, the Punjab and all the Native States without any archæological advisers at all. Then came another reaction, and in 1899 India was once more parcelled out into five circles

each in charge of a separate surveyor, whose operations were to be limited almost exclusively to conservation. The new organisation, however, proved no more satisfactory than those which had preceded it, and Lord Curzon's government determined to remodel the Department and place it on a sound administrative footing by uniting the Provincial Surveys together under a single head and by defining its own responsibility. To this end the post of Director General was revived in 1902, and in the Imperial estimates a lakh of rupees was provided from which archæological grants-in-aid could be made to Local Administrations. At the same time steps were taken to place the local Surveys on a permanent basis and to increase their efficiency by raising the number of circles, enlarging their cadres and improving the prospects of the officers. The epigraphical staff, too, was strengthened by the appointment of two Imperial Epigraphists, and provision was made for recruiting by the institution of Government scholarships for the training of students.

2. The wide-reaching measures of reform carried out by Lord Curzon's government have since been developed and matured in various directions, with signal profit to archæological enterprise throughout the country. The Government of India have during the last five years further emphasised their own responsibility by strengthening the Imperial and Provincial staffs, by embarking on a more liberal programme in the matters of conservation and research, and by promoting in various ways the development of the Imperial Museum, Calcutta, and other museums throughout India.

3. As now established the Archæological Department consists of a Director General, of seven Superintendents in charge of six local circles, of six Assistant Superintendents and two Government Epigraphists. The organisation of the local circles is not uniform. In addition to a small staff of draftsmen, photographers and clerks, four of the circles—namely, the Southern, Eastern, Western and Burma Circles—are provided with an Assistant Superintendent as well as a Superintendent. In the Northern Circle, on the other hand, there are two Superintendents and one Assistant Superintendent, while in the Frontier Circle, which is relatively small, there is only one Superintendent. There is also an Assistant Superintendent in the Archæological Section of the Indian Museum.

4. The Archæological Superintendents are advisers to the Local Governments in all matters pertaining to archæology and are as a rule under the executive orders of the premier Government in the circle to which they are attached. They have to pay regular visits of inspection to the monuments in their charge and draw up notes on their repair for the guidance of the Public Works Department; subsequently they pass the plans and estimates for the measures recommended and inspect the actual execution of the work. It is their duty, also, to compile or revise the lists of ancient remains in their circles, to advise Government as to which are to be preserved and which protected under the Ancient Monuments Act, and to prepare such measured drawings and photographs as are

needed for permanent record. Further, they collaborate with the Curators of museums in the acquisition, arrangement and cataloguing of exhibits, and deal as a rule with finds of treasure trove. Lastly, they conduct excavations, and carry out architectural, epigraphical and other researches according to their special qualifications.

5. In the circles provided with an Assistant Superintendent, as well as a Superintendent,

**Epigraphists.**

the one is an expert in architecture, the other in epigraphy, and the functions described above are divided between them; but in every case help in the matter of epigraphy is afforded by the two Government Epigraphists, one of whom deals with Persian and Arabic, the other with Sanskrit and cognate records. These officers maintain a record of all inscriptions discovered and themselves take an active share in the task of collecting and deciphering them. It is their duty to co-ordinate the labours of the local officers, to assist the latter, when necessary, in publishing their materials and to edit the two official journals of epigraphy—the *Epigraphia Indica* and the *Epigraphia Indo-Moslemica*.

6. The appointment of Director General is nominally an advisory one, but in point

**Director General.**

of fact he is now charged with various executive functions. It is his duty to exercise a general supervision over all the archæological work of the country whether it be that of exploration and research, or of the registration and description or of the repair and maintenance of monuments, or of the preservation of antiquities in museums. He pays periodic visits to the various circles and inspects monuments under

repair, excavations and museums. He assists the provincial Superintendents in formulating their annual programme of work and advises the Government of India as to the objects for which special allotments are to be made. He revises the conservation notes drawn up by local officers, and in some cases examines the estimates based upon them. Further, he holds direct charge of the Archæological Section of the Indian Museum and himself conducts the exploration and conservation of specially important groups of remains.

7. Archæological expenditure is divided between the Imperial and Provincial Governments. The Imperial Government meets all charges for establishments except those in Madras, which are borne by the Local Government. The Imperial Government also provides—in addition to special grants—a sum of one lakh of rupees a year from which allotments are made for particular objects of an urgent nature and beyond the financial capacity of the Local Governments, and from which grants are also made to Native States or to private owners of monuments. All other expenditure on conservation and exploration is met from provincial funds. During the quinquennium ending 1913-14 the average annual cost of establishments, including contingencies has amounted to Rs. 2,35,107, of which Rs. 1,92,600 has been provided by the Imperial Government, and Rs. 42,507 by the Government of Madras. In the same period imperial expenditure on conservation, exploration and the purchase of antiquities has averaged Rs. 1,42,503 and provincial expenditure Rs. 2,16,179. The total archæological expenditure from Government revenues during 1914-15

amounted to R7,14,077 of which R4,08,822 was Imperial and R3,05,255 provincial.

8. Until a few years ago there were no facilities in India for the study of Archæology, and the Government of India had no option but to seek recruits in Europe. In order to remove this disability, it was decided in 1903 to encourage the pursuit of archæology among Indians by the offer of State scholarships. In the first instance, two such scholarships of the value of R75—100 *per mensem* were instituted, open to candidates who had shown special proficiency in Sanskrit, Persian and Arabic, and arrangements were made for the training of the selected scholars under departmental experts. This experiment having proved successful, a scholarship was next created for Burmese archæology, and within the last three years six more scholarships have been sanctioned, namely, two for Indian archæology, one for the study of archæological chemistry, and three for the study of architecture. To what extent this official encouragement of India's talent has succeeded, may be gauged by the fact that at the present moment there are eight ex-scholars occupying responsible archæological posts, namely, five in British territory and three in the native states of Hyderabad, Gwalior and Kashmir; besides which five other appointments are held by Indians who have received their training in other capacities in the department. That the archæological chemist, who is now undergoing a course of instruction under the best professors in London, will similarly justify the outlay upon his training, his own efficiency and the wide field of work awaiting him in the museums of India are suffi-

cient guarantee. Whether the study of architecture will make so ready an appeal to the Indian genius as other branches of archæology have done, remains to be seen. In view, however, of the achievements of Indian architects in the past and the versatility of Indians in other fields, there is reason to hope that they will be able to undertake some of the architectural work which has hitherto devolved upon Europeans.

9. By the provision of these liberal facilities for Indians, and by the encouragement which the universities and colleges are now beginning to give to archæology, it is hoped that a much wider public interest in the subject will be awakened, and that veneration for the remains of antiquity, which is the only sure guarantee of their safety, will become as marked a trait of the cultured classes in India as it is in western countries.

10. The efforts which have been made by Government to rescue from decay and to repair the national monuments of the country have not been confined to British territory alone. In 1901, the Government of India invited the co-operation of the Native States in the task which it was undertaking, and offered to help them with advice or financial assistance if the latter should be needed. This invitation met with an immediate and warm response from the ruling chiefs, and many important measures of conservation have since been carried out by the Darbars of Hyderabad, Udaipur, Bhopal, Dhar, and other states. Several of these Darbars, namely: Hyderabad, Kashmir and Gwalior, have now gone a step further and have instituted archæological depart-



ments of their own, placing them in each case in charge of qualified officers obtained from the Archæological Department of India.

11. The functions of the Archæological Department are, in the main, two—conservation and investigation. In the view of Government both these functions have an equal claim to its patronage, and it will be seen from what follows that in recent years increasing attention has been paid to exploration and research of every kind. But for the present, owing to its persistent neglect in years gone by, conservation is, and must for long remain, the paramount duty of the department. In the discharge of this duty the first essential is to take stock of the existing materials and to decide which of them are worthy of preservation. To this end orders were issued as far back as 1883 prescribing the preparation of classified lists of monuments in each province, and these lists were subsequently prepared for the greater part of British India and for some of the Native States. Owing, however, to inherent defects, they have failed generally to be as serviceable as was expected, and it has accordingly been decided to alter the scope of the remaining lists, which are now in course of preparation. So far as conservation is concerned, the Archæological Department now possesses practically all the material which it requires for formulating and carrying out a comprehensive and effective programme, and it is not anticipated that the completion of these lists will make any appreciable difference to the work it is doing in this particular field. On the other hand, for purposes of archæological and

historical research the lists in question can and ought to be of great value, but their value in this respect is dependent on their being thoroughly reliable and as exhaustive as possible. For this reason the lists, which are now being compiled in the Punjab and Delhi Provinces and in the Native States of Rajputana and Central India, have been designed on broader and more scholarly lines, and, though their compilation must necessarily be slow, the results will well repay the extra labour involved.

12. The number of ancient buildings or groups of **Monuments conserved** buildings in British India that 1910-15. were under repair in 1902 was less

than 150. In the present year it is nearly 700, and, as the operations of the Department extend, this number will go on increasing. Among these buildings every class of architecture and every type of structure is represented, for whatever purpose, religious or secular, it may have been erected and to whatever race or creed it may belong, the only criterion applied being whether its architectural merit or its historic associations entitle it to a place among the national monuments of the country. Of the undertakings of the past five years none have been more costly or far-reaching than that concerned with the vast group of monuments at Delhi.

**Muhammadian monuments.** These monuments are now

naturally treated as integral and important features in the lay out of the new capital city, and a scheme has been worked up for beautifying them and their surroundings. For this purpose each and every one of these buildings has been carefully over-hauled and catalogued, and a programme for-

culated which provides for special repairs to more than a hundred monuments at a cost of four and a half lakhs, and for the permanent preservation of all that are worthy of being preserved at an annual cost of some Rs.30,000. Many of the estimates for these works have already been carried into execution. Thus, the fort of Sher Shah at Indrapat has been swept bare of the squalid villages which encumbered it, its walls and gateways have been cleared of débris and repaired, a new approach through the Talaqi Gate has been constructed, and the whole of the interior is to be laid out with green swards and copses. In the fort of Shah Jahan, again, the scheme for repairing the palace-buildings and restoring their gardens, which was initiated as far back as 1903, has been brought to completion. The old causeways, water-channels, tanks and fountains, which were buried beneath several feet of soil, have been excavated and restored; structures that had perished have been replaced by shrubberies, and the courtyards they enclosed by grass lawns; and what was formerly a barren waste has now been converted into a pleasing garden. At the Qutb the transformation is equally striking. The modern roads which broke up the symmetry of the monuments on this site have been diverted and the old approaches restored; the more important buildings have been excavated and the ground between them lowered to its former level; the positions of the vanished courts, colonnades and causeways have been demarcated by lawns and shrubberies; and all modern excrescences, including an untidy dak-bungalow and menials' quarters, have been swept away, thus allowing the monuments

to be seen in coherent relation to each other. Many other buildings, too, in the Imperial enclave, such as the Khirki Masjid and Moth-ki-Masjid—a singularly fine example of late Pathan work—have been cleared of village habitations and conserved; while others, such as the gates of the Arab Sarai, the Bijai Mandal, the walls of Tughlaqabad, the tombs of Muhammad Shah and Sikandar Lodi, the bridge and mosque at Wazirabad, and the Jahaz Mahal near Mahrauli, have come in for extensive repairs.

13. In the United Provinces, much care has been devoted to the monuments at Agra. Akbar's Palace in the Fort has been rescued from use as a military prison, stripped of modern additions, and by judicious repair and the planting of creepers, trees and lawns brought into harmony with the other edifices and gardens adjoining it. Well designed standard and hanging lamps, lit by electricity, have been provided for the Taj Mahal and its approaches. At Sikandarrah, the east gateway of Akbar's tomb, which was crumbling to decay, has been effectually conserved, the modern ramps which disfigured the entrance have been removed, and the tomb of Maryam has been purchased by the Government and restored to some semblance of its former beauty. The tomb of Itimad-ud-Daulah has had its exquisite inlay-work repaired, and a permanent supply of water laid on for its gardens; and several of the pavilions which stand out so prominently and form such picturesque features on the banks of the Jumna have been saved from impending ruin. At Allahabad, the task of rescuing the so-called Zenana Hall from misuse as an arsenal has been finished; and at Lucknow the Chattar

Manzil has been re-roofed, and the Nandan Mahal and the tomb of Ibrahim Chisti—both designed in the purest Mughal style—have been freed from the later structures which obscured their beauty, and adequately conserved.

14. In the Punjab, the mausolea of Mai Pakdaman, Shams-i-Tabrez and Rukn-i-Alam at Multan have undergone structural repairs, and a large share of attention has been given to the Mughal monuments at Lahore. Here, the Hazuri Bagh in front of the Fort has been reconstructed in accordance with its ancient plan; the gateway of the Badshahi Masjid close by has been saved from collapse; the decaying roof of the Shish Mahal in the Fort has been skilfully renewed; and other historic monuments, including the tombs of Jahangir and his Empress and the Shalamar Bagh, have been improved and beautified in various ways.

15. Other famous groups of Muhammadan edifices which have been tended with equal solicitude are situate in Western and Central India and Bihar. At Bijapur, in the Bombay Presidency, the Ibrahim Rauza has had its richly carved cornice repaired and its mezzanine gallery partly rebuilt, the Asar Mahal has been re-roofed without interference with the carved timber work of the interior, and the appearance of the Gol Gumbaz has been much enhanced by opening up the old roadway through the Naqqar Khana. The Jami Masjids at Ahmedabad, Broach and Khudabad and the tomb of Yar Muhammad at the last mentioned place have each been preserved; and amid the vast ruins of Champanir and Halol a well considered and far-reaching scheme of conservation has recently been initiated. In the Central Provinces, the tombs of Adil Shah and Shah Nawaz

Khan at Burhanpur, and the Gawilgarh fort at Chikalda with its great gateway and mosque, have all been saved from hastening decay; and in Bihar the fort of Rohtas and the tombs of Sher Shah, Alawal Khan, Hasan Sur Shah and Salim Shah have been thoroughly over-hauled. Equal care, too, has been bestowed on the monuments of Moslem dynasties in the native states. The Bharatpur Darbar has taken in hand the preservation of the extensive remains at Bayana; the Dhar State has combined with the Imperial Government to rescue from the jungle the mighty relics of the Khalji dynasty at Mandu—the grandest of all the fortresses of India; and His Highness the Nizam has expended considerable sums on various monuments in his dominions, among them being the mosque at Daulatabad, whose minarets were in a parlous condition, the Bibi Maqbara at Aurangabad and the royal tombs at Gulbarga.

16. What has been done for the mosques, the tombs and the palaces of the Muhammadans, has been done in an equal measure and with strict impartiality for the relics of other faiths and other nationalities, whether they be pagodas of the Buddhists, shrines of the Hindus, temples of the Jains or churches of the Christians, though in the case both of Jain and of Christian edifices it is comparatively seldom that financial help has been required from Government. Of the Buddhist topes at Sanchi and the measures that have been taken for their exploration and repair mention will be made anon. At Ajanta in the Hyderabad State, sanction has been given by the Darbar for the preservation of the matchless frescoes which adorn the walls of the cave-temples, and at Nasik

the safety of the caves has been secured by careful drainage and the erection of adequate supports. In the Kotila of Firoz Shah at Delhi the pillar of Asoka has been underpinned and the structure beneath it strengthened, and at Rampurwa in Bihar two more pillars of the same Emperor together with their capitals and crowning ornaments have been rescued from the morass in which they had sunk. At Sarnath, the Dhamekh stupa has been partially refaced, and in the Frontier Province the ruins crowning the hill of Takht-i-Bahi have been carefully protected, while the rock edict of Asoka at Mansehra has been guarded against damage by a suitable structure built around it. As Buddhism declined in India, so it gathered strength in Burma, the history of its growth and expansion being marked in that province by the erection of an ever-increasing body of monasteries and pagodas which date as far back as the 7th Century A. D. Government is now maintaining a large number of these, among the finest and architecturally most interesting fabrics that it has recently repaired, being the Bawbawgyi pagoda at Prome—one of the most ancient edifices in Burma—the Nat Hlaung Kyaung, the Upali Thein Ordination Hall, the Seinnyet Ama Temple and the Patothamya pagoda at Pagan, and the Sangyaung and Taiktaw monasteries at Mandalay.

17. In Northern India, there were relatively few sacred edifices that escaped destruction at the hands of the Moslem invaders, and accordingly no efforts are being spared to preserve those which have been fortunate enough to survive. Such as the brick temples at Bahua and

Tinduli in the Fatehpur district and at Bhitargaon in the Cawnpore district, the Basheshar Mahadeo shrine at Bajaura in Kangra, and the large and interesting groups of Hindu remains at Dwarahat, Jageshvar and Champavat in the hills of Almora, which were more immune from invasion. Throughout Central and Southern India, on the other hand, and in Bombay there are multitudes of Hindu monuments of every age and in every style of architecture, to the up-keep of which most of the money expended in those parts of India is devoted. Here it is possible to name but a few typical examples. Such, in the Central Provinces, are the temples of Mahadeva at Pali and at Nohta, the Vishnu Varaha temple at Majholi, the small but exquisite Gupta shrine at Tegowa and the Lakshmana temple at Sirpur, the task of conserving which has been more than usually difficult and protracted. In Assam, there is the Ahom temple at Nigriting, the curious "chess-man" pillars at Dimapur, the purpose of which has not yet been satisfactorily explained, and several temples at Sibsagar and Gaurisagar. In Orissa, there is the crowd of temples at Bhubanesvar, many of which are in charge of Government, and the stupendous fabric of the Black Pagoda at Konarak. In the Bombay Presidency, there are important groups of caves and structural edifices at Badami, Aihole and Pattadakal, which comprise among their number some of the most illuminating examples of early mediæval architecture; and in Madras there are the vast remains of Vijayanagar with its temples, palaces and bazaars, the rock-cut and structural monuments of the Seven Pagodas, and the great temples at Tanjore, Kumbakonam and Vellore—at all of which and



at many others an active and systematic campaign of protection and repair has been prosecuted.

18. Among the monuments of the Central Provinces and Madras much interest attaches to the fortresses which once played a dominant part in the fortunes of the country and which often constitute most striking features in the landscape. A special endeavour has recently been made to safeguard these historic land marks from the encroaching jungles and to preserve their ruined walls and battlements. Of the Gawilgarh fort at Chikalda mention has already been made ; others in the Central Provinces which have been over-hauled and are now in course of repair are the Deogarh castle in the Chhindwara district, —the stronghold of the Gond Chief, Bakht Buland, in the days of Aurangzeb—and the fort of Ballarpur in the Akola district, one of the largest and strongest in Berar. In Madras, there are the fortresses of Palghat, Bekal, Atur, and Siddhavattham—the last built by Ananta Raja in 1303—the Jamalabad stronghold of Tipu Sultan near Beltangadi, the towering rock fort of Gooty and the more extensive fort of the Vijayanagar kings at Gingee.

19. As to the policy which has been pursued in the treatment of these and other buildings, the Government of India are fully alive to the deplorable harm that may be done in the name of restoration, and except in special circumstances, are opposed to its being undertaken. It is recognised, however, that there are considerations of a social, political and climatic character which must always be taken into account, and that in this country, in particular, it is impracticable to lay down one law which will

be applicable to every case. Thus a distinction is drawn between the older Buddhist, Hindu and Jain edifices on the one hand, and the more modern erections of the Muhammadans on the other; and in the case of the latter the view is taken that a policy of limited restoration is sometimes not only desirable but justified on the ground that the art of the original builders is still a living art. It is held also, that in the case of monuments which are still serving the purpose for which they were built, whether they be Hindu temples or Muhammadan mosques or tombs or palaces where ceremonial functions are still performed, there are frequently valid reasons for resorting to more extensive measures of repair than would be desirable, if the buildings in question were maintained merely as antiquarian relics. With these reservations, however, the object which Government set before themselves is not to reproduce what has been defaced or destroyed, but to save what is left from further injury or decay, and to preserve it as a national heir-loom for posterity.

20. Under the Ancient Monuments Preservation Act of 1904, the Government took extensive powers to safeguard monuments in private possession, and much has since been done by the conclusion of agreements with their owners or by purchase to ensure the proper repair and maintenance of many valuable fabrics. The provisions of this Act do not, however, apply to buildings used for religious observances, and it is the policy of Government to avoid as far as possible any interference with the management of such buildings. On the other hand, where the endowments of such

buildings have proved insufficient for their up-keep, Government has frequently rendered financial assistance on condition that the repairs should be carried out on lines approved by the Archæological Department, and in other cases it has helped the trustees with expert advice and guidance. Any greater measure of responsibility than this the Government is not prepared to assume in the case of religious buildings, and, though it has viewed with deep regret the destruction of many ancient shrines and records at the hands of religious enthusiasts, it is reluctant to employ any means other than those of persuasion to put a stop to this deplorable practice. It earnestly hopes, however, that the influence of educated opinion, which is believed to discountenance the demolition of these sacred memorials, will soon become strong enough to check it entirely. Meanwhile, the Government has taken steps to secure as complete records as possible of the buildings and inscriptions which have been doomed to destruction.

21. As to the future of conservation work in India, there are still, in spite of all that has been achieved in recent years, numbers of priceless monuments waiting to be rescued from the ravages of the jungle and decay. Many more years must elapse before all these can be overhauled and their repair taken in hand; and, when this has been done, there will still remain the further task of maintaining them from year to year—a task which will demand unremitting care and watchfulness on the part of the Archæological Department. When the needs of conservation were not so well understood as they are at present, an illusory belief prevailed

that a time would come when the monuments of the country having been catalogued and their initial repairs executed, they could be handed over to the exclusive care of the Public Works Department or even of district boards. That time has receded further year by year and the Government is now satisfied that it cannot look to any other department except the Archæological or to any private agency to exercise that expert supervision and control which is indispensable if the national monuments of the country are to be adequately preserved.

## 22. To the organisation and development of museums

**Museums.** as centres for research and education the Government attaches much importance. Of such institutions there are thirty-nine in India, namely: one Imperial Museum, nine provincial museums, seventeen local and twelve in native states. The character and scope of these museums vary greatly. The Imperial and the majority of the provincial museums contain other sections besides the archæological, and are designed to be generally representative, in the former case of the Indian empire, in the latter of the province or presidency to which they belong. Others are devoted exclusively to antiquities and have been instituted on important sites for the purpose of safeguarding moveable antiquities and exhibiting them to the best advantage amid their natural surroundings. Others, again, (and in these archæology is rarely represented) contain heterogeneous and non-descript collections, which were started many years ago without any coherent plan or purpose and are now of little utility except for popular recreation. Of the museums given up in whole or in part to archæology, seven are of a

strictly local character and not susceptible of great expansion. They are intended for the advancement rather than the diffusion of knowledge, and their function in this respect is not likely to be modified. The Archæological Department is now doing, and has already done, much to classify on scientific lines, to arrange, and to catalogue their collections, and the student will find in them a profusion of valuable materials for his researches. But to any more active kind of instruction these local museums do not lend themselves. It is otherwise with the larger regional museums situated in important centres of educational activity. When the organisation of these institutions is more complete, they will co-operate with the universities, colleges and schools in the dissemination of knowledge, and they should then develop into potent agencies for the advancement of science and the enlightenment of the people. "*For the people, for education, for science*" is the motto of one of the foremost American museums, and the ideal to which many others in that country and in Europe are now working. It is the hope of Government that the more central museums of India will follow their example and take a real and vital part in the education of the country. But this ideal cannot be attained until their collections have been more extensively developed; for in every case the work of a museum must pass through the exploratory before it reaches the educational phase. Accordingly, it is on the former of these two functions that the Government is now laying stress, and for which it is making liberal financial provision. Within the last five years energetic campaigns of excavation have been prosecuted

and abundant finds of valuable antiquities made on the sites of Taxila, Sahri-Bahlol, Sarnath and other places; immense collections, too, have been secured by expeditions despatched to the Indo-Tibetan borderland and the deserts of Chinese Turkestan; and the museums have been further enriched by finds of treasure trove and by numerous purchases. In Europe and America, museums have built up their collections largely by the aid of private gifts or loans, and it is to the lively interest taken in them by the public at large that they owe most of their vitality. The museums of India have rarely in the past been the recipients of such help or patronage, but it is hoped that they may be more fortunate in this respect in the future and may meet with a stronger measure of support and encouragement.

23. The recent developments of archæological exploration in India deserve more than the passing mention made above. When the Archæological Department was created in 1862, it so happened that the interest of Indologues was much focussed on problems of ancient geography and more especially on the problems raised by the then recently published records of the Chinese Pilgrims, who visited India between the 4th and 7th Centuries A. D. As a result of this interest General Cunningham and his assistants devoted much of their energy to the examination of the holy places of the Buddhists, with the main idea of determining their identity, and incidentally of gathering together objects for display in museums. Since those days excavation has made immense strides, and has developed into an

exact science, demanding expert knowledge and control. This advance has been mainly due to the labours of archæologists in Greece, Italy and other Western countries, whose scientific methods of excavation I was instrumental in introducing into India. What success these methods have achieved, may be seen in the harvest of monumental finds and the wealth of information regarding ancient culture that has since been obtained, even on sites that were previously believed to be exhausted.

24. From the time of its re-organisation in 1902, it has been the design of the Department to take in hand the excavation of the great buried cities of antiquity ; but, before this design could be carried out, it was deemed advisable to re-examine some of the Buddhist sites which had already been partially uncovered, in order to co-ordinate the results obtained by earlier excavators and to check the often unreliable conclusions which they had drawn. For all practical purposes this part of the programme was completed in 1910, by which time much solid work had been done at Charsadda, Rajgir, Saheth-Maheth, Kasia, Sarnath and other spots, and secure foundations laid for operations in another and more difficult field. Then followed the exploration of the town of Bhita, a small and well-defined site near Allahabad. Here, for the first time in India, well preserved remains of houses, shops and streets, dating as far back as the Mauryan epoch, were laid bare, and numerous minor antiquities recovered, which help us materially to visualise the everyday life of the towns-people in those early days. These discoveries gave promise of a still richer spoil awaiting

the spread of the more important centres of ancient civilization; and this promise has since been amply fulfilled. At Taxila the results obtained have been epoch-making. This city lay on the great highway which connected Persia and Central Asia with Hindustan and was the meeting place of many nations and a famous seat of learning. Under the Achaemenian dynasty it was probably included in the Persian Empire, and subsequently became the foremost city in north-west India, being occupied in turn by the Mauryas, the Greeks, the Sakas and Kushans, and the Kharans. Its site covers an area of some 255 square miles, and embraces, besides a multitude of other buried monuments, three separate cities—the earliest founded in prehistoric times, the second by the Greeks, and the third apparently by the Kushans. In the second city, known as Birkap, our excavations have disclosed to view a complex of streets and buildings including elaborately planned houses with private chapels attached, a spacious Buddhist temple, several stupas, and in the heart of the city, the place of the kings. These remains are disposed in clearly defined streets belonging to successive epochs. The oldest building from Saka times but subsequently repaired and enlarged, is peculiarly interesting by reason of its plan, which closely resembles that of an Assyrian palace and thus furnishes another link in the chain which connects together the Indian and Mesopotamian cultures. The temples and shrines were for the most part adorned with figure sculpture and other ornamental devices, and by virtue of the precision with which their age can be determined, will furnish instanc-



tive data for the history of Indian plastic art. But it is in the private houses that the most novel and valuable finds have been made. These include several thousands of coins (many of rare or unique types); domestic utensils of all sorts; ceramic wares; bronze vases; silver and bronze ornaments; gold bracelets, pendants, necklaces, finger-rings, and other jewellery; and a variety of miscellaneous objects of a unique character such as a silver head of the Greek Dionysus, a bronze statuette of the Egyptian Harpocrates, and an inscription on marble in the Aramaic tongue and script. Besides these remains in Sirkap several other isolated monuments of a striking character have also been brought to light. One of these is a massive and imposing temple thought to have been dedicated to Zoroastrian worship, which in appearance resembles a Greek peripteral temple with the addition of a solid tower of the *zikurrat* type rising behind the shrine. Another is the great *stupa* said by Hiuen Tshang to have commemorated the spot where Asoka's son Kunala had his eyes put out. A third is a still larger edifice of the same kind called in ancient times the Dharmarajika, and, to judge by its dimensions and the array of monasteries, chapels, and other memorials grouped around, the foremost of all the Buddhist memorials in this neighbourhood. These, and the structures in the city of Sirkap represent a growth of six centuries or more, and their methodical excavation, stratum by stratum, has enabled me to trace with unerring steps the evolution of the local architecture and of the formative arts, and to establish much of the chronology of those ages on a secure basis. The ex-

ploration of the cities and other monuments of Taxila is likely to occupy another fifteen or twenty years ; as it proceeds towards completion, there is little doubt that the mists of uncertainty which have hitherto obscured this early period of Indian history will be largely dispersed.

25. The site of Pataliputra, the capital of the great Mauryan Empire, which was singled out for excavation simultaneously with that of Taxila, offers to the digger a far less favourable field than the latter ; for it has been inundated for centuries past by the waters of the Ganges, and its monuments, if they have not altogether perished, are buried at a depth of 20 feet or more below the surface. In spite of these difficulties, however, traces of the palace of the Mauryan Emperors have been brought to light by Dr. Spooner, and by their remarkable character have well repaid his persevering labours. It has long been known that much of the culture and art of the Mauryas owed its inspiration to Persia, but there are now good reasons for supposing that this royal palace, which was said in after days to have been built by the magical hands of genii, was an actual replica of the Achæmenian palace at Persepolis, and that in other spheres also Persia will prove to have exercised a stronger and more abiding influence than had hitherto been thought. The excavations at Pataliputra have been conducted by the Archæological Department on behalf of Mr. Ratan Tata who has shown the greatest generosity in charging himself with their entire cost. No less liberal has been the enterprise of His Highness the Maharaja Scindia in undertaking excavations at the ancient city of Vidisa and of Her High-

ness the Ruler of Bhopal in exhaustively exploring and conserving the famous monuments at Sanchi, the noblest and most perfect of all the early memorials of Buddhism. The operations at Vidisa, the modern Besnagar, have but lately been initiated and have been directed mainly to the excavation of a temple of Vasudeva, which proves to have been erected as far back as the third or fourth century B. C., and thus to be the oldest of all Hindu shrines in India. Among other results of these excavations is the noteworthy discovery that the art of forging steel was practised in India more than two thousand years ago and that mortar was used in the construction of brick masonry at least as early as the third century B. C. The work at Sanchi has been on a more extensive scale; for here the Archæological Department has had before it the task of unearthing the whole complex of monasteries, temples and other memorials clustered round the Great Stupa, of putting one and all into an effective state of repair, and of laying out the enclave in a manner befitting so priceless a heritage. Other sites which have recently been explored with most fruitful results are those of Takht-i-Bahi and Sahri Bahlol in the Frontier Province, from both of which surprisingly rich collections of Gandhara sculptures have been obtained; Avantipur in the valley of Kashmir, which has been excavated by the Darbar and has yielded unique and precious examples of local plastic art of the mediæval epoch; and Hmawza in Burma, which, besides other finds of historic interest, has produced a number of funeral urns inscribed with legends in the extinct Pyu language. The interpretation of these rare records, though not

yet complete, suffices to show that Pyu was the language of the Prome district, used by the ruling chiefs for their funeral epitaphs, and that it was the language of a nation which was neither Burmese nor Talaing, though perhaps distantly related to the former. The affinities, moreover, between the Pyu and ancient Telugu scripts afford fresh evidence of the influence exerted by Southern India on the culture of Lower Burma, while the archaic character of the alphabet suggests that Indian civilisation reached Prome as early as the 2nd or 3rd Century A. D.

26. As to exploration on and beyond the frontiers of India, Dr. A. H. Francke's activities have been directed to the Indo-Tibetan districts of Bashahr, Spiti, Rubshu and Ladakh, which were once comprised in the kingdom of Western Tibet and which had never before been explored by any scholar intimate alike with the Tibetan language and with the local history and antiquities of those regions. These rare accomplishments Dr. Francke had acquired in the course of many years' sojourn in Ladakh and Lahul as a member of the Moravian Mission. Starting from Simla in June, 1909, Dr. Franke travelled through Rampur-Bashahr and by the Hang Pass to Spiti. Thence he ascended the Pharang Pass and continued his journey through Rubshu along the shores of lake Thsomo-Biri, afterwards crossing the Phologongkha and Thaglang passes and so reaching Ladakh, the true centre of the ancient kingdom of Western Tibet. In the course of this journey Dr. Francke amassed a large and varied collection of inscriptions, manuscripts, wood-prints and miscellaneous antiquities, and brought back with him

copious photographs and notes on the topography, monuments, customs and folklore of the countries through which he passed. The personal narrative of his wanderings and researches has already been published as a volume of the *Imperial Series* of Archæological Reports, and another volume of the same series is now in the press containing the chronicles and epigraphic materials collected by him.

27. Since 1901 Sir Aurel Stein has made three prolonged journeys of exploration in Chinese Turkestan and the adjoining border-lands of China, and on each occasion has discovered in the deserts immense hoards of ancient relics belonging to a civilization which owed its chief inspiration to India. These relics include many thousands of manuscripts in Sanskrit, Chinese, Tibetan, Khotanese, Kuchean, Sogdian, Uigur and Turki; paintings on silk, linen and paper; embroidery, brocades, damask and other textiles; painted frescoes; stucco ornaments; wood carvings; coins; intaglio gems; wearing apparel; and a large number of miscellaneous objects for public or private use. Popular accounts of Sir Aurel Stein's first and second journeys have already appeared in his works *Sand-buried Ruins of Khotan* (1903) and *Ruins of Desert Cathay* (1912); and a detailed report of the scientific results of his first journey has been issued under the title of *Ancient Khotan* (1907), while a similar report on his second journey is now in course of publication. His third journey was started in 1913, and is expected to be completed by the end of the present year. Leaving Kashmir in August, Sir Aurel made his way to Kashgar by a new route through the hill state of Darel and

Tangir, which had never before been traversed by a European; thence up the Yasin valley and across the Darkot and other high passes to Sarikol. From Kashgar he struck eastward advancing along the foot of the southernmost Tien-shan range and across the Taklamakan desert, where numerous remains of the Stone Age were found. After halting at Khotan and gathering together a collection of antiques brought by treasure-seekers from the Taklamakan wastes, he set out once more for the Lop-nor desert, revisiting *en route* several sites which he had previously explored and adding still further to the discoveries made on his earlier journeys. Thus, in the vicinity of the ancient Pi-mo he recovered a series of well preserved frescoes from a Buddhist shrine; at the ruined settlement north of Niya he found many more dwellings buried in the sand and brought away a variety of documents, furniture, household implements and jewellery belonging to the first centuries of the Christian era; in the small oasis of Charklik, again, he obtained numerous Sanskrit manuscripts on birch-bark, palm leaf and silk, which appear to have been imported from India by the direct trade route across Tibet; and at Miran he secured the residue of the remarkable fresco paintings which he had been unable to remove on his previous visit. From the last-mentioned place Sir Aurel pursued his way northwards into the waterless desert of Lop-nor and found a fruitful field for excavation among the forts and settlements beside the dried-up river beds and along the old trade routes which connected China with the Tarim basin. These yielded an abundance of early Indian, Chinese and Sogdian documents, well preserved furni-

ture and domestic utensils, coins and other objects. Still richer were his finds in the ancient cemeteries on the wind-eroded terraces of the same desert. They comprise half mummified bodies, which demonstrate the Aryan type of the early inhabitants of this region, and fine embroideries, brocades and articles of apparel, which are likely to open a new chapter in the history of Oriental textiles. These excavations completed, Sir Aurel first traced out the ancient route through the forbidding desert to the east, and then resumed the detailed exploration of the "Great Wall" of China, which he had discovered in 1907, and from the deserted watch-houses of which he obtained a plentiful supply of documents and other relics left behind by the Chinese troops who guarded this frontier down to the 2nd Century A.D. Another visit which the explorer made from Tun-huang to the caves of the "Thousand Buddhas" also resulted in the acquisition of some 600 more rolls of Chinese Buddhist texts of the 'Tang period, constituting an important supplement to the vast hoard of manuscripts that he had previously obtained from the same spot.

28. From Su-chou Sir Aurel followed up the eastern section of the Chinese border-wall and so made his way to the ruins of Khara-Khoto, which proved to be identical with Marco Polo's "City of Etsina", and from the deserted shrines and refuse heaps of which he rescued a quantity of stucco reliefs, frescoes and documents in Tangut, Uigur and Chinese. Thence he proceeded to Kan-chou and after a further spell of topographical survey work among the snowy ranges of the Central Nan-Shan crossed the great Pei-shan Gobi by an unex-

explored route and so proceeded by way of Barkul and Guchen to Turfan, where he settled down to further systematic excavations among the buried shrines and monasteries of the Buddhists. At Toyuk and Murtuk he obtained hundreds of fine fresco panels which strikingly illustrate the transition of pictorial art from the style of North-West India to that of the Far East; and at Astana he opened a series of rock-cut tombs which proved a rich mine of finds of all sorts, including stucco reliefs, paintings on silk, decorated fabrics and numerous articles of daily use. From Turfan he pushed south again and continued his archæological and geographical survey of hitherto unexplored tracts in the waterless Kuruk-tagh and Lop basin, making his way through to Korla, and thence to Kashgar by way of the line of oases which fringe the southern foot of the Tianshan range. Of the antiquities secured by Sir Aurel Stein in the course of this prolonged and arduous journey, no less than 182 cases, weighing over 21,000 lbs., have already been despatched to India.

29. The extent of the epigraphic material that is now dealt with by the Archæological Department may be gauged from the fact that more than three thousand seven hundred inscriptions have been copied in the last five years, the bulk coming from Southern India, where on an average some 550 fresh epigraphs are collected year by year. The decipherment of these invaluable documents has very greatly extended our knowledge of the past in India. In the South of the Peninsula, for example, the history of all the leading dynasties has been advanced and the chronology of the various princely lines



established on a firmer basis and in more detail. This has been made possible through important synchronisms of reigning kings attested by the epigraphs, by notices of princely names unknown before, and in some cases by fairly lengthy genealogies. Nor is it only in regard to reigning houses that documents of this class supply important evidence. Thus, in South India, again, an inscription of the 9th century shows that literary Telugu is older by two centuries than had been demonstrable from the literature; a new school of philosophy has been made known to us by an epigraph of the Chola King Aditya II; and a new vista in the history of Southern India is foreshadowed by the growing series of early Brahmi epigraphs in ancient caves, notably in the Madura district. Many of these inscriptions are of more than local interest. An epigraph at Vizianagram, for example, has confirmed a record of the Emperor Samudragupta on the pillar at Allahabad, and made possible the identification of a territory which he names; another record in Surat provides inscriptional authority and explanation for a statement made by Kalidasa; and an epigraph in Burma records the restoration of the great temple of Bodhi Gaya in the thirteenth century. In Northern India, inscriptional authority has been found at Mathura for a new king named Vasishka of the Kushan dynasty intervening between Kanishka and Huvishka. The oldest Muhammadan epigraph so far known in India has been found at Peshawar and the oldest record of any class at Taxila. The latter is an inscription on white marble in the Aramaic tongue, which confirms the view that the Kharoshthi alphabet was the direct derivative of Aramaic, a language intro-

duced by the Achæmenian conquerors. The first and only known record on stone of the Greek kings of the Punjab has also come to light in Central India, where on a pillar at Besnagar is inscribed an epigraph of the ambassador of King Antalkidas, a Greek named Heliodorous, who seems moreover, to have been a convert to the Hindu faith. In Western India the antiquity of Poona has been demonstrated, and a specimen of the vernacular of Udaipur in the 11th Century has been found. More striking still is the progress made in Burma. Until quite recently nothing certain was known of Burmese civilization prior to the 11th Century A.D., or of the foreign influences which were helping to mould it. Thanks to Mr. Taw Sein Ko's investigations, authenticated history in this Province has now been pushed back for another four centuries and an increasing measure of light thrown not only on the political divisions of the country and on the culture of the people, but also on the strong streams of influence which were then flowing into Burma from the north and south of the Indian Peninsula and bringing with them the Buddhism of the Mahayana and Hinayana Schools together with Hinduism and the languages associated with those religions.

30. Thus, in every branch of historical research, in every period of history, and in every part of the country, substantial progress has been made through the study of these records of the past. Yet so many causes of decay are operative in India, that the primary concern of the Department has necessarily been to obtain records of as many epigraphs as possible before further loss or injury occur to them. This, in many instances has on-

tailed the postponement of publication with the inevitable result that the bulk of accumulated material is now very considerable. To cope with this adequately is beyond the power of the Department as at present constituted, and for this reason a scheme for the extension of this branch of its work is now under the consideration of the Government of India. Under this scheme it is proposed to improve the position of the Government Epigraphist for Sanskrit and related tongues, and to increase his staff by the appointment of a number of expert assistants. This will enable adequate measures to be taken for the early publication of the material on hand and constantly increasing—a step which is not only desirable but requisite if the main object of our labours in this field is to be achieved.

31. The results achieved by the Archæological Department in the several fields of its activity are rendered accessible to the public by a variety of official reports and other publications. A list of these, now numbering over 400 volumes, is published from year to year as an appendix to the second part of the Director General's Report. The majority are periodical reports published by the Imperial and Local Governments; others are monographs belonging to what is known as the *New Imperial Series*; and others are miscellaneous publications. Of the periodical reports of the Department there are four series, namely, the annual reports of the provincial Superintendents and of the Assistant Superintendent for Epigraphy in Madras; the annual reports of the Director General; the *Epigraphia Indica* and the *Epigraphia Indo-Moslemica*. The provincial reports are divided

into two parts, the first dealing with administrative and routine work, the second containing more or less detailed accounts of the monuments inspected or conserved, and popular rather than elaborately scientific descriptions of exploratory and research work. The reports of the Director General are likewise divided into two parts, but in their case the two parts are published separately and differ in character from the provincial reports in that the first contains a concise but comprehensive résumé of all that has been accomplished during the year, while the second is devoted to more detailed and scientific memoirs on specially important subjects, treated in as exhaustive a manner as possible and accompanied by numerous illustrations.

32. The *Epigraphia Indica* and the *Epigraphia Indo-Moslemica* are the premier media for the publication of all inscriptional material throughout the Indian Empire. Of the former, which is issued quarterly, 23 parts, including two indices and one appendix, have appeared during the last five years; of the latter, which is published biennially and was started in 1907, three parts have been issued.

33. The *New Imperial Series* of Reports was initiated in 1874 and now comprises 38 volumes, most of which are monographs on particular groups of monuments or inscriptions. As illustrating the range and diversity of these publications mention may be made among recent volumes of the following:—*Pallava Architecture* by A. Rea; *Akbar's Tomb, Sikandarrah*, by E. W. Smith; *Antiquities of Chamba State* by Dr. J. Ph. Vogel; *Antiquities of Indian Tibet* by Dr. A. H. Francke; a revised edition of *Coorg Inscriptions* by B.

Lewis Rice; the 4th part of the 2nd Volume of *South Indian Inscriptions* by Mr. Venkayya. In addition to these there are also four volumes of the same series now in the press, viz., *Tile Mosaics in the Lahore Fort* by Dr. J. Ph. Vogel, and the *Medicæval Temples of the Dekhan*, *Muhammudan Architecture of Bijapur* and the *Chalukyan Architecture of the Kanarese Districts*—all by Mr. H. Cousens.

34. Among miscellaneous publications, a prominent place is taken by catalogues and handbooks to the archæological collections in Government museums, and by guides to places or sites of special interest. As examples of the former, mention may be made of Dr. Vogel's scholarly *Catalogue of the Archæological Museum at Muttra*; the same author's *Catalogue of the Bhuri Singh Museum at Chamba*; Pandit Daya Ram Sahni's *Catalogue of the Museum of Archæology at Sarnath*; Mr. R. B. Whitehead's *Catalogue of coins in the Delhi Museum of Archæology*; Dr. Spooner's *Handbook to the sculptures in the Peshawar Museum*; and a *Descriptive list of exhibits in the Archæological Section of the Nagpur Museum* by V. Natesa Aiyar. Examples of the latter are Mr. H. Cousens' *Guide to Bijapur*; Mr. Sanderson's *Guide to the buildings and gardens, Delhi Fort*; Pandit Daya Ram Sahni's *Guide to the Buddhists Ruins at Sarnath*; and Mr. D. R. Bhandarkar's *Guide to Elephanta Island*. An extension of this series of *Guide Books* is, in the interest of the public, much to be desired, but, until the cadre of the Department is increased, it is not anticipated that any considerable extension will be possible. Among the miscellaneous publications that have recently been

issued mention may also be made of *Three Turki Manuscripts from Kashgar* by Dr. E. D. Ross; of a *Report on Modern Indian Architecture* by Mr. G. Sanderson; of a translation from the French of M. Foucher, entitled *Notes on the Ancient Geography of Gandhara* by Mr. H. Hargreaves and of the 6th volume of Burmese epigraphs—a monumental work of 600 pages—containing the *Original Inscriptions collected by King Bodawpaya in Upper Burma* by Mr. Taw Sein Ko.

JOHN MARSHALL,  
*Director General of Archæology in India.*



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